

## LONG-TERM COMMUNITY RECOVERY STRATEGY

CORALVILLE, IOWA  
DECEMBER 2008





Welcome banners displayed through City

ESF #14 Long-Term Community Recovery (LTCR) is a community-focused Federal, State and local initiative. It helps disaster-impacted communities identify opportunities for a more effective recovery, facilitate partnerships that leverage a community's recovery and maximize the use of recovery resources. One (1) of fifteen (15) Emergency Support Functions (ESFs) authorized in the *National Response Framework* that guides the Federal response to disasters with significant impacts, ESF #14 LTCR is a Federal Emergency Management Agency (FEMA) program.

# LONG-TERM COMMUNITY RECOVERY STRATEGY

C O R A L V I L L E , I O W A  
D E C E M B E R 2 0 0 8

U.S. Department of Homeland Security  
Washington D.C. 20472



**FEMA**

**FEMA Region VII**  
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Kansas City, MO 64114

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Pearl Oat Mill, Coralville, circa 1890  
Photograph from the collection of Johnson County Historical Society

This report, *Long-Term Community Recovery Strategy (Strategy)*, is a coordinated effort of the City of Coralville, Rebuild Iowa Office (RIO) and the Federal Emergency Management Agency's (FEMA) Emergency Support Function (ESF) #14 Long-Term Community Recovery (LTCR) Program. ESF#14 LTCR and RIO provided targeted recovery support and Technical Assistance resources to assist the City of Coralville in identifying community recovery strategies and opportunities.

This *Strategy* provides a brief history of the City of Coralville and the effects of the Flood of 2008 on the community. It outlines the process that ESF #14 LTCR and RIO utilized to assist the City of Coralville with post-flood recovery and provides specific information useful to the City for ongoing LTCR project development and resource identification.

ESF #14 LTCR in partnership with RIO provided coordination, planning and facilitation and identified flood-specific recovery recommendations and strategies. Efforts focused on important recovery opportunities that can positively affect Coralville's recovery and ongoing development: *Relocation of Coralville Transit and Parks and Building Maintenance Facilities* project.

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Coralville Schoolhouse, circa 1900  
Photograph from the collection of Johnson County Historical Society

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## OVERVIEW

Coralville is located along the Iowa River, approximately one (1) mile downstream from Coralville Lake. The lake provides recreational opportunities for the region and flood protection for 1,703 square miles of the Iowa River Valley below the lake's dam.

On June 11, 2008, the water at Coralville Lake exceeded the emergency spillway capacity, causing surges in the Iowa River leading into the City of Coralville. Extensive areas of Coralville were evacuated. Within two (2) days and due to heavy rains, the Iowa River reached a record level, cresting at more than three and one-half (3.5) feet above the 100-year flood elevation in Coralville. Four hundred (400) single and multi-family homes were damaged. The commercial district along U.S. Route 6 was devastated. Two hundred (200) businesses along the primary retail corridor through Coralville were destroyed, representing almost half of Coralville's commercial stock. Coralville Transit and Parks and Building Maintenance (Parks) facilities were submerged and closed for more than a month; an electrical substation was damaged; and lift stations for wastewater and potable water were impaired due to the inability to refuel.

Coralville is located in the east-central part of the State south of Cedar Rapids in Johnson County and adjacent to Iowa City, home of the University of Iowa, the largest employer in the region and a significant economic generator. Coralville has a population of less than 20,000 and is one (1) of Iowa's fastest growing cities.

City of Coralville's *Mission Statement*:

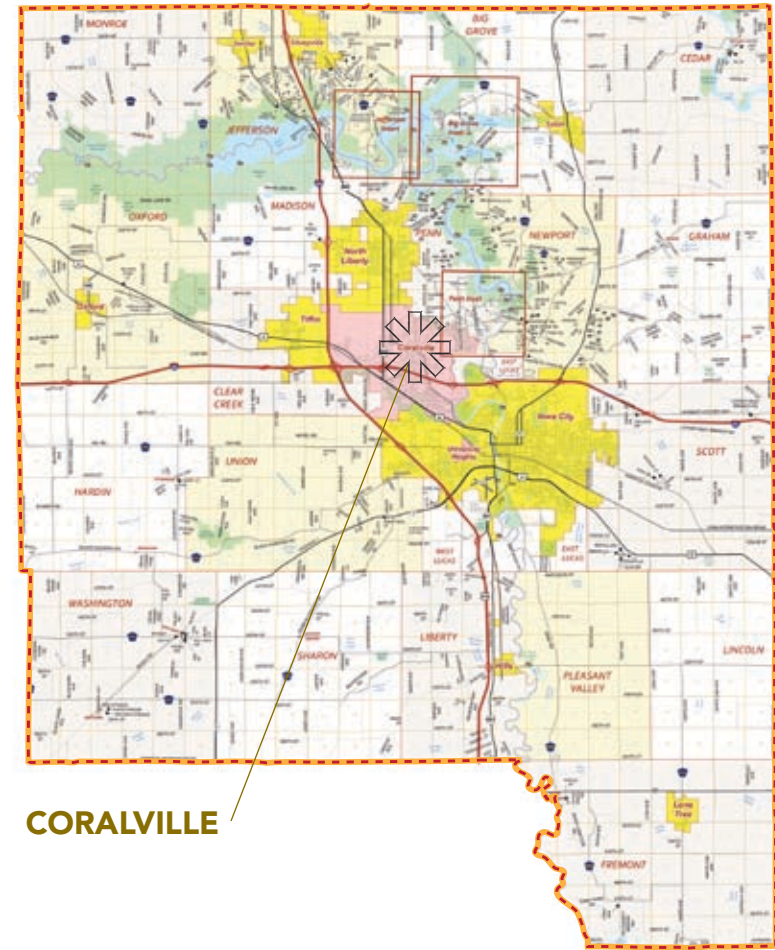
*It shall be the mission of the City of Coralville, Iowa, to protect, promote, and enhance the public health, safety and general welfare through achievement of the following goals:*

- *To meet the diverse transportation needs of its residents through safe, efficient, functional street systems; economical public transit, and a well-developed system of sidewalks, multi-purpose trails and bike routes.*
- *To operate City government in a cost-effective, visionary manner.*
- *To promote and support the continued growth of the community.*

(City of Coralville Community Plan of 1992; Amended 1995 and 1998)

## JOHNSON COUNTY

Johnson County is located in the east-central region of Iowa, just south of Cedar Rapids. The Iowa River flows along two-thirds of the northern part of the County and turns south to travel through Coralville. The county includes approximately six-hundred twenty-five (625) square miles. There are eleven (11) incorporated communities, with more than 100,000 Iowans and a wide variety of businesses, including farming, retail, manufacturing and academics. The majority of the County's population reside within Iowa City and Coralville City limits.



**CORALVILLE**

Johnson County, Iowa  
Courtesy of Johnson County

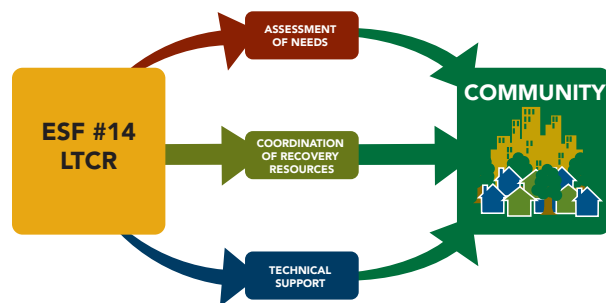
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### COMMUNITY-BASED SUPPORT

ESF #14 Long-Term Community Recovery (LTCR) support is offered in partnership with State and local governments. It uses a community assessment process implemented by experienced recovery professionals and aided by subject-matter experts to determine whether a community would benefit from ESF #14 LTCR support. Assessments consider pre-disaster conditions, disaster impacts and post-disaster capacity (remaining staff, functioning workspace, existing building codes, etc.) to manage recovery. Assessment results help guide how ESF #14 LTCR assistance might benefit a community and the potential level of support needed.

ESF #14 LTCR in partnership with Rebuild Iowa Office (RIO) determined that ten (10) Iowa communities would benefit from the additional recovery resources ESF #14 LTCR brings to a community. ESF #14 LTCR offers several levels of support. Final determinants of level of support offered are made in partnership with the State and local community based on community need, willingness to participate in ESF #14 LTCR activities and capacity to respond to the impacts of the disaster.

In the City of Coralville, the level of assistance recommended included an ESF #14 Technical Advisor to provide intensive, targeted and short-term, on-site recovery guidance. A Technical Advisor worked within an ESF #14 Team to make strategic recommendations to aid in community long-term recovery and help in the identification and coordination of LTCR projects that would benefit from added support available through ESF #14 LTCR. In addition, the Technical Advisor provided an ESF #14 *Long-Term Community Recovery Planning Process: A Self-Help Guide (Self-Help Guide)* as a community development planning resource for Coralville's ongoing recovery efforts.



#### WHAT IS AN ESF #14 LTCR PROJECT?

ESF #14 LTCR projects are intended to help communities recover from a disaster. Individual projects are aimed at achieving the community's post-disaster vision and when viewed in a broad context may have an impact beyond their original scope or purpose. Identified within this document is an ESF #14 LTCR project that helps build the foundation for community recovery. The project write-up identifies existing conditions and includes a project description, understanding of the context and recommended strategies. The project write-up also includes a list of action steps and a preliminary cost estimate which serves as a guide for initial budgeting purposes.

Every ESF #14 LTCR project has a Recovery Value. Recovery Value is the designation assigned to a project that indicates its ability to help jump-start a community's recovery from a natural disaster or incident of national significance. Projects that positively contribute to recovery typically address a broad range of issues that encourage a functioning and healthy economy, support infrastructure optimization, encourage a full range of housing opportunities and enhance the sustainability of the community. Following is an explanation of the four (4) Recovery Value designations.

#### High Recovery Value Project

Those projects assigned a High Recovery Value are catalyst projects that serve as important building blocks for recovery. Typically, a High Recovery Value project will:

- Fill a post-disaster community need.
- Provide leveraging and create linkages for other projects and funding.
- Be related to the physical damage from the disaster.
- Encourage private investment.
- Have strong community support.
- Have access to the resources needed to carry out the project.
- Be realistic in its outcome.
- Use resources wisely.

#### Moderate Recovery Value Project

Projects with a Moderate Recovery Value can be expected to have clear and positive impact on recovery but by their nature are limited in scope, span, impact or benefits and are often sector specific. A Moderate Recovery Value project will typically be related to the physical damage from the disaster.

#### Low Recovery Value Project

Low Recovery Value projects may have no direct link to the disaster and its damages, lack public support and/or provide few, if any, identifiable benefits to the community related to disaster recovery. These projects still play a role in the recovery process.

#### Community Interest Project

Projects that are considered Community Interest may be extremely important to a community while not meeting the criteria that defines projects with High or Moderate Recovery Value except that they have significant public support.

<b>TECHNICAL ASSISTANCE</b>	<b>13</b>
Relocation of Coralville Transit Facility and Parks and Building	
Maintenance Facilities	14



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City Center Square  
Courtesy of City of Coralville

#### **ESF #14 LTCR TECHNICAL ASSISTANCE**

City of Coralville, ESF #14 Long-Term Community Recovery (LTCR) and Rebuild Iowa Office (RIO) held a kickoff meeting on August 28, 2008, to describe ESF #14 LTCR program, introduce ESF #14 LTCR Technical Advisor supporting the community and to define the scope of ESF #14 LTCR engagement in Coralville. ESF #14 LTCR Technical Advisor began regular coordination meetings with the City of Coralville's administrative and RIO staff. Weekly meetings occurred for twelve (12) weeks and provided an opportunity to determine how ESF #14 LTCR could leverage community recovery through the identification of strategic LTCR projects, potential stakeholders for identified projects and support coordination of recovery resources that could be applied to those projects.

City of Coralville, ESF #14 LTCR Technical Advisor and RIO staff worked together to identify ESF #14 LTCR projects that support the community's mission and where ESF#14 LTCR assistance would provide value. *Relocation of Coralville Transit and Parks and Building Maintenance Facilities* project was identified by the City of Coralville as supporting their community mission and by the ESF #14 and RIO Team based on the recovery criteria.

# RELOCATION OF CORALVILLE TRANSIT AND PARKS AND BUILDING MAINTENANCE FACILITIES

## RECOVERY VALUE (MODERATE)



Flooding destroyed the current Coralville Transit and Parks and Maintenance (Parks) facilities which were located adjacent to each other within the Iowa River floodplain. Relocation will remove the facilities from the floodplain, minimize operational interruptions and reduce future flood loss.

## EXISTING CONDITIONS

Coralville Transit and Parks facilities are situated together in a central location close to the Coralville business district.

The Coralville Transit facility houses twelve (12) buses as well as the administrative and maintenance operations associated with transit operations. The facility was constructed in the mid-1970s. Coralville Transit had outgrown the current facility prior to the Flood of 2008. Coralville has grown by two-hundred ninety (290) percent since the mid-1970s when Coralville implemented transit service. The transit fleet has also grown since then, but the system continued using its original administration, maintenance and storage facility to accommodate the City's growing transit needs. Parks facility houses the shop, administration and storage for the City's parks, as well as building maintenance staff. These departments at the facility provide maintenance, custodial and repair services for all City facilities. Work originates from this facility and all associated tools, equipment and supplies are stored in the parks facility. An adjacent building, called the cold storage shed, provides additional storage and houses holiday decorations and signs.

Both the Coralville Transit and the Parks facilities have been relocated to temporary facilities. New facilities need to be constructed to meet the demands for which the facilities were originally built. There is an opportunity to expand the facilities to meet the growing needs of the community.

General funds are currently used to maintain the Parks facility and an enterprise fund is used to maintain the Coralville Transit facility. These funding options will continue to

be available for the maintenance of the facilities when they are rebuilt and relocated. However, funding to rebuild the facilities is a challenge. The need to relocate the facilities is a result of the flood and was not in the City's budget prior to the disaster nor was it included in the City's *Capital Improvements Program (CIP)*.

## PROJECT DESCRIPTION

City is evaluating relocation possibilities for both the Coralville Transit and the Parks facilities as well as potential expansion for the Coralville Transit facility. Three (3) options are being considered: co-locating the facilities to a new area; co-locating and combining both functions into an expanded facility in a new area; or relocating the facilities in separate areas. The need to expand the new Coralville Transit facility to accommodate current and future transit needs in the community is a significant consideration in decision-making.

### Options #1 and #2 Co-relocation

Co-relocation includes two (2) possibilities: placing the facilities in a new location adjacent to each other or combining the facilities into one (1) expanded facility. The first option is similar to the previously existing situation where both were in adjacent but separate facilities.

Combining both facilities into one (1) expanded facility has added value for the community. The increase in transit service and the fleet size has created the need for additional maintenance space and vehicle storage space. The current Coralville Transit facility has only 12,000 square feet. A transit facility feasibility study was completed by Johnson County Council of Governments (JCCOG) (2008) and includes a preliminary space evaluation for transit office space, driver area, vehicle and equipment storage and a twelve (12) bus facility with an option for further expansion. The study estimates the need for a 20,000-square-foot facility, 8,000 square feet more than the flood-damaged building.



The Parks facility is approximately 7,380 square feet. A feasibility study has not yet been completed for the Parks facility.

Combining both facilities into a single expanded facility has added value for the community. Co-relocating both facilities will reduce the operating costs of both separate facilities.

### Option #3 Separate Relocation

There is an immediate need to find a permanent location for the transit facility to maintain operation during the winter months since the temporary facility does not house all of the transit vehicles. Addressing that need may result in a separate relocation for the facilities.

### SITE REDEVELOPMENT

In addition to relocation options, redevelopment of the existing locations of the Coralville Transit and the Parks facilities is being considered. It is expected that the site will be converted to open space and the surrounding area redeveloped with elevations above the floodplain.

### PROJECT IMPLEMENTATION TIMELINE

Forward actions for project implementation include:

- Site Evaluation and Selection.
- Land Acquisition.
- Design and Bidding.
- Construction.
- Project Close Out.

Site evaluation status: Land acquisition is scheduled for December 2008. Project design and bidding is scheduled between December 2008 and April 2009 with construction to begin May 2009. Construction is expected to be complete by March 2010 with project close out eighteen (18) months after the start of the construction.

<b>ESTIMATED COST</b>	<b>\$</b>	<b>4,304,686</b>
<b>Coralville Transit Facility</b>		
In-kind replacement	\$	2,543,332
Expansion of Transit Facility	\$	600,000
<b>Parks and Building Maintenance Facility</b>		
In-kind replacement	\$	1,161,354
Cold Storage Facility	(	TBD)
<b>Combined Facility</b>	(	TBD)
<b>FUNDS AVAILABLE</b>	<b>\$</b>	<b>3,704,686</b>
FEMA Public Assistance		
<b>ADDITIONAL FUNDS NEEDED</b>	<b>\$</b>	<b>600,000</b>



Coralville Transit and Parks facilities during the Flood of 2008  
Courtesy of City of Coralville



Coralville Transit and Parks facilities after the Flood of 2008  
Courtesy of City of Coralville

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## **POTENTIAL RESOURCES**

### **U.S. DEPARTMENT OF TRANSPORTATION**

#### **FEDERAL HIGHWAY ADMINISTRATION (FHWA)**

1200 New Jersey Avenue, SE  
Washington, DC 20590

#### ***Transportation and Community and System Preservation Program (TCSP)***

Kenneth Petty

Office of Planning

[www.fhwa.dot.gov/discretionary](http://www.fhwa.dot.gov/discretionary)

202.366.6654

- Must coordinate through the Iowa Department of Transportation (Iowa DOT) District Engineer.

#### **FEDERAL TRANSIT ADMINISTRATION (FTA)**

Region 7 Office

901 Locust Street. 404

Kansas City, MO 64106

#### ***Capital Grant Programs***

[http://www.fta.dot.gov/funding/grants\\_financing\\_263.html](http://www.fta.dot.gov/funding/grants_financing_263.html)

816.329.3920



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Marriot Hotel at Iowa River Landing  
Courtesy of City of Coralville

## NEXT STEPS

This *Long-Term Community Recovery Strategy (Strategy)* and associated planning tools provided by ESF#14 Long-Term Community Recovery (LTCR) Technical Advisor and Team provide a framework for continued identification and coordination of funding resources and continued project refinement and development. The *Strategy* is envisioned to guide project development and implementation.

Further refinement of the project should occur in conjunction with the Iowa Inter-Agency Coordination Team (IACT). Composed of Federal and State agencies, Iowa IACT is a collaborative recovery entity facilitated by ESF #14 LTCR and Rebuild Iowa Office (RIO). It aids in the coordination of Federal and State agency recovery resources, providing a platform for agency discussions, recovery problem solving and the identification of project-specific prospective funding sources. Initial coordination with Iowa IACT on this project has already begun.

Next steps include:

- Provide presentation to Iowa IACT in partnership with RIO.
- Identify appropriate agencies and programs that provide funding assistance.
- Discuss project options and funding with prospective resources.
- Determine relocation strategy, i.e. co-relocation, combining facilities or separate relocation.
- Identify gaps in funding after relocation strategy has been determined.

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City of Coralville

Johnson County  
Johnson County Council of Governments (JCCOG)

U.S. Department of Commerce Economic Development Administration (EDA)

Rebuild Iowa Office (RIO)  
State of Iowa

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